

VILLAGE OF MILLET

GENERAL

MUNICIPAL PLAN

1981

Canada: Alberta: Village of Millet

Bylaw No. 81/13

- WHEREAS Section 59 of The Planning Act 1977 authorizes a municipal Council to prepare and adopt a General Municipal Plan to guide the growth and development of the municipality;
- AND WHEREAS The Battle River Regional Planning Commission, in cooperation with Council, has prepared a proposed General Municipal Plan for the Village;
- NOW THEREFORE The Council of the Village of Millet, duly assembled, hereby enacts as follows:
1. The document attached to this Bylaw, together with all accompanying maps, is hereby adopted as the "Village of Millet General Municipal Plan" pursuant to Section 59 of The Planning Act 1977.
 2. This Bylaw comes into effect on the date of third reading.

First Reading	6 July 1981
Public Hearing	14 September 1981
Second Reading	2 November 1981
Third Reading	2 November 1981


George Weber, Mayor


Paul Benedetto, Municipal Manager

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INTRODUCTION

After many years of slow growth, Millet is starting to expand rapidly. The traditional farm service role is being supplemented by a new function as a dormitory suburb of Edmonton, and especially of the new industrial areas on Edmonton's south side, which are only 30 minutes' drive away.

Council welcomes this growth but believes it must be managed intelligently. This plan sets out the rules for development over the next five to ten years. It also sets out Council's priorities with regards to capital budget items, such as utility system extensions, which will be needed to serve the expected growth.

UTILITIES

1. The present sewage treatment lagoon is located a short distance south of Moonen Heights, on Pipestone Creek. It is working at full capacity and must be expanded or replaced. Council opposes on-site expansion because health regulations would prevent residential development within 1500 feet, making much of the S4.29 undevelopable. Council's choice is to construct a new lagoon, beyond the foreseeable growth of the Village, downhill and downstream of the Village so that sewage will move to it by gravity flow. NE.15 has been identified as the best site. This plan assumes that a lagoon can and will be constructed on that property.
2. The Village owns and operates a water distribution system which is supplied by a well just east of the CPR tracks. If a second well is completed in the same aquifer a total yield of 150 gpm is likely. This will supply some 3000 people. Any further development beyond this population will require another source of supply: distant wells, a line to Coal Lake, or tying into the Wetaskiwin or Leduc systems. As a matter of priority, Council will have its engineers conduct tests and make proposals for expansion of the water supply so that the 3000 population limit can be exceeded within two years.

UNSERVICEABLE AREAS

1. It is Council's policy to require full servicing in new subdivisions. However, this is not always possible. Parts of N4.32 west of the highway cannot be served by sanitary sewer without the use of a lift station, yet the location (along the highway and adjacent to the developed area) is too good to have the land remain unused. In this area, Council is prepared to consider proposals for land uses which do not need sewer service. This could be warehousing, storage, or the type of retailing which has a large area per employee or customer. Sewer service would be handled by pumpout tanks. Water would of course be provided from the Village system, so fire protection would be assured.
2. It must be emphasized that pumpout tanks are acceptable only for very low sewage flows. For a use which causes large flows, a lift station will be necessary, and the costs of constructing and running it will be recaptured from the developer.

HIGHWAY 2A

1. Council supports the plans of Alberta Transportation to upgrade Highway 2A through Millet to an urban 4 lane, divided, controlled access road with a service road on the west side.
2. Council will help implement this plan through its powers of land use control. Specifically, Council will maintain the present zoning which prohibits major new investment in fixed structures on land which will be needed for highway widening.
3. Zoning is only an interim measure. Out of fairness to property owners, Council urges Alberta Transportation to buy the necessary land at fair prices as soon as the owners indicate that they are willing to sell.
4. Plans for the expansion of Millet to the north and south will assume a continuation of the same standard of road as noted in (1) above. Right-of-way will be acquired as available through the subdivision process, and development permits will take into account the need for setbacks from the future right-of-way.

INTERNAL ROADS

1. One of the most heavily used roads in the Village is that running east from the south railway crossing. Council understands that developers of acreage lots further east have paid off-site levies to the County of Wetaskiwin to have this road paved. If the road is annexed into the Village before it is paved, Council will ask the County to turn over part of these levies to help the Village improve the road.
2. The Village will begin negotiations with Alberta Transportation and the CPR about a possible rail crossing giving access from Highway 2A to the middle of Section 28 for industrial traffic. This crossing should be as far south as possible to maintain the desirable half mile spacing of highway intersections.
3. Arterial and Collector roads will be designated according to Alberta Transportation advice following the adoption of this Plan.

THE RAILWAY

1. Council will continue to press the CPR and senior governments to install signals on the north and south railway crossings in the Village. Council is prepared to pay its share of the installation and operating costs according to the standard formula.
2. The reconstruction of Highway 2A through the Village will make it necessary to close the 47 Avenue rail crossing. Council will, therefore, not spend any money on upgrading this crossing or installing signals, and will discourage its use as access to new east side developments.
3. In the longer term Council hopes to see a grade separated railway crossing in the Village. This is not necessary or possible now, but will become so with development on both sides of the tracks. Council will plan for this by identifying possible sites and reserving the necessary land.

COMMERCIAL DEVELOPMENT

1. A growing population will require more retail space. Council wishes to keep this development (other than convenience stores) in the existing downtown area and in logical extensions of the existing core:
 - a) 49 Avenue and 50 Avenue between 50 Street and 51 Street are already zoned for retail commercial use, and can be converted as soon as the demand arises.
 - b) Land on the west side of Highway 2A north and south of Millet will be zoned for highway commercial use as soon as it is annexed and proposed for subdivision.
 - c) Land east of the CPR is not seen as a logical extension of the retail core, and retail uses will not be allowed there.
2. Small convenience groceries may be allowed in residential areas provided that they are at least 1 km from downtown, that there is a sufficient local population to support them, and that their development will not damage the commercial success of the downtown core.
3. Lumber yards, farm service centres, bulk gasoline dealers, and similar uses will be encouraged to locate:
 - a) east of the CPR tracks, preferably along the road which runs east from the south rail crossing, and
 - b) north of the present Village limits on the west side of the highway.

INDUSTRIAL DEVELOPMENT

1. Industrial development will be limited to land east of the CPR tracks, which has easy access to highway and railway, and is close to the main water reservoir and proposed trunk sewer line. Future expansion of serviced industrial land will be to the south and east, on level land along the sewer trunk in S4.28.
2. In the near future the amount of water available in the Village may be limited, as noted in the section on utilities. This will restrict the type of industry which can be accommodated in the short term. In the longer term, when the supply problem is solved, water-using industry will be welcome.
3. Council has given a commitment to the County of Wetaskiwin Council and to rural residents around the proposed sewage lagoon site that, in order to reduce odours, all industrial sewage will be pre-treated before it enters the sanitary sewer system. Council will honour this commitment and make pre-treatment of wastes a condition of development approval for any new industry.
4. Sewer service can probably be extended north into NE.32 and NW.33, but whether or not this is done will depend on the relative demand for serviced and unserved industrial land. A decision on the extension of sewer service into this land will be made before SW.33 is serviced, so that oversized pipes can be laid if necessary.

PARKS AND RECREATION

1. The land along Pipestone Creek is not developable because of the risk of flooding and/or bank erosion, but it would make a beautiful park. Council will acquire valley land whenever it is available through purchase, or as public reserve due under the subdivision process, and develop it for public recreational use.
2. The areas deemed undevelopable are as follows: South of 45 Avenue, all land below the valley break. North of 45 Avenue, the limit is the 1% flood risk line. In SW.32 this is approximately the 2454 foot contour.
3. Development along the valley will be designed to open up the view from nearby public roads and to maximize public access. Specifically, access to the reserve land in Moonen Heights will be improved so as to direct traffic away from the narrow utility lots which are now being used as access.
4. Because of future westward growth, the creek will become a central feature of the Village. This location makes the valley in SW.32 desirable for an 'active' park.
5. The Village will make arrangements with the school board to allow public use of school grounds, in exchange for a contribution towards ground maintenance.
6. Council will continue with plans for a comprehensive recreation centre on its land next to the present curling rink. However, this item will have a lower capital budget priority than necessary utility expansions.

RESIDENTIAL DEVELOPMENT

1. As a general policy Council welcomes new people to Millet and will cooperate with the housing industry to see that houses are available to meet the demand. The rest of this section sets out Council's detailed policies which are intended to assure development of good quality affordable housing in a way which will also benefit the present inhabitants.
2. Council sees Millet growing initially as a dormitory suburb of Edmonton and surrounding communities. The people moving in will probably have young families, and Council will do all it can to build a suitable environment for these families. Single family housing with private yards will be given preference over apartments. However, Council will not limit development to traditional styles and sizes of houses: innovative forms such as zero lot line and mobile home subdivisions will also be considered in order to provide affordable housing. Note that the present land use bylaw allows houses as small as 65 m² in the R.2 zone.
3. Council will not zone any more land east of the CPR for residential development.
4. At present, residential lot prices in Millet are very reasonable. Council will try to keep prices down by ensuring that there are always two or three competing developers selling lots. If the local market ever tends towards monopoly supply and pricing, Council may enter the market as a developer and seller of lots to individual buyers.
5. Millet's 1978 Land Use Bylaw was the first in Alberta to give protection to solar heating by protecting the right to sunlight. Council now goes further by requiring that new subdivisions be designed to maximize the number of lots which have south exposure for solar heating. This may mean a return to something like the traditional grid street plan rather than the curves and crescents of the past 20 years.

DOWNTOWN REDEVELOPMENT

1. The fully serviced new subdivisions with paved streets are making the older part of Millet look run-down and second rate. To avoid this, Council will carry on with its program of local improvements until the older areas bear comparison with the newer ones.
2. In order to stimulate downtown redevelopment, Council is prepared to consider financing the necessary utility system and other upgrading, and recouping the cost from the developers over a number of years.
3. There are several areas in the older part of the Village where large lots could be resubdivided to create several smaller ones. Many lots could be created at minimal cost, using existing roads and utilities. Council will actively cooperate with landowners to redevelop these areas. The areas are as follows (see map):

Redevelopment Area A

The block which includes the curling rink and the UFA bulk station can be resubdivided to give 27 new lots and a design is shown. Council is willing to consider proposals for either single family or higher density residential development.

Redevelopment Area B

The lots facing on to 50 Street are zoned commercial and this zoning will be maintained. It is proposed that a 6 metre lane be created behind these commercial lots, and that all land west of the lane be redeveloped to higher density residential uses.

The attached plan shows a design for redevelopment which is acceptable to Council. It is shown here with 9 new single family lots, but Council is willing to consider proposals for multiple family development.

Redevelopment Area C

The block containing the school has many large residential lots which can be subdivided to create standard size parcels. The design shown here was approved by Council in 1980 and resubdivision is proceeding accordingly. Council is willing to purchase the unusable back parts of the existing large lots and add this land to the school grounds for much needed playing fields.

The zoning is now R.1. Council is prepared to rezone to R.2A to allow zero lot line development, but no multiple family housing will be allowed in this area.

Redevelopment Area D

Wilk Drive can be extended to the east and thence back north toward 45 Avenue, and the attached map shows details of curvatures and dimensions. Because this is a low traffic road, the width of the right-of-way can be kept down to 15 metres, as in the existing part of Wilk Drive. Even so, the lots to be created would only be 33 metres deep, and there is no room for a lane. Laneless lots

must be wider than usual to allow access behind the houses. R.1 lots would have to be 16.5 metres wide. On the east side of the new street, lots will back onto an existing lane, so they can be narrower, and duplexes and zero lot line houses are possible.

The two existing houses can be accommodated by leaving them on two or three lots each.

Redevelopment Area X

The school site in Moonen Heights is probably unnecessary as the children from this area can be accommodated at the existing school. It is proposed that part of the site be developed for housing and the money used to purchase other necessary school land elsewhere. One possible design shown here includes provision for a lane to serve what would otherwise be a laneless subdivision which has already been approved to the west and north. In all, 17 lots are shown, and about 2½ acres is left as a park.

Redevelopment Area Y

The Kal-Mac Trailer Court was designed for eventual resubdivision into single family lots, and all necessary utilities are in place. Council will rezone this land R.1 at the request of the owner.

Redevelopment Area Z

The Phillips subdivision, an area of 1 acre lots east of the CPR, consists of 14 privately owned lots (two vacant, twelve occupied) and an undeveloped municipal reserve lot. Total area including lanes is 6.9 hectares. At present the area has no piped services, but these will shortly be available to the south as soon as the Willow Park development is completed.

In the opinion of Council, the best long term use of this land is light industrial. Council will work with the residents to arrive at an agreed redevelopment plan.

SCHOOLS

1. The existing Millet School serves elementary and junior high grades and has a total capacity of 675 including those in portable classrooms. This school serves rural children as well as those in Millet. It will be filled to capacity when currently approved developments (a 107 lot trailer park and a 246 lot subdivision) are occupied in 1982.
2. There is a 6 acre school reserve site in Moonen Heights (NW.29) but this will not be needed to serve children from that subdivision. Council proposes to the School Board that part of this site be sold for residential development and the revenue used to purchase school land elsewhere. In Council's opinion, extra land will be needed (a) to add to the existing school site, and (b) for a future high school site, as noted in (5) below.
3. Based on Alberta Education figures, two Elementary school sites will be required to serve the expected 1475 families in NE.30 and SE.31. The school site in NE.30 should be located to serve also the south western corner of Moonen Heights, which is beyond three-quarter mile from the existing Millet school. The school site in SE.31 should be located to serve also that part of SW.32 lying west of the creek.
4. Proposed developments in NE.30 and SW.32 will add another 350 junior high school age children to the Village, so a second junior high school site will be reserved in SE.31, to serve that part of the Village lying north and west of the creeks.
5. The existing Village, the surrounding country, and developments in NE.30, SE.31, and SW.32 will give a high school age population of 600+, so Council will reserve a high school site on the east boundary of NE.30, where it is easily accessible and reasonably central to the Village at the 6500 population level. The need for land for elementary school, high school, and public park will probably exceed the 16 acres due as reserve on a quarter section, and Council suggests to the School Board that the extra land might be purchased with some of the money from the sale of surplus school reserve in Moonen Heights (see (2) above).
6. Stage Three residential development is estimated to create 1875 lots in parts of four quarter sections to the south. Again using Alberta Education figures, this probably means 750 elementary age children and 375 junior high children. Council will therefore reserve three elementary school sites, one of which will be adjacent to a junior high school site. The location shown on the map for two elementary schools is very generalized, but the third, alongside the junior high, is fixed by its proximity to the old lagoon, which probably cannot be built on but which can be reclaimed as playing fields.
7. No school population can be calculated for the possible development of NE.31 until more is known about the feasibility of this land for building.

STAGING OF RESIDENTIAL DEVELOPMENT

1. The undeveloped land west of the creek in SW.32 is close to the existing Village and within walking distance of the existing school, and is thus Council's choice for stage one of new development once the new sewage lagoon is under construction. However, Council will not give one developer a monopoly of new housing, so parts of NE.30 (the Moonen home quarter) and SE.31 (the Rudolph/Glanz quarter) will also be approved for development. Development will be held to a maximum Village population of 3000 until a new source of water is found and brought on stream.
2. Second stage residential development will be the remainder of the Moonen home quarter (NE.30) and those parts of the Rudolph/Glanz quarter (SE.31) lying beyond 1000 feet from the existing dairy. The 1000 foot buffer zone will be maintained as long as the dairy wishes to operate. These two quarters will be served by schools built on sites dedicated in stage one (see section on schools). At the completion of stage two, the Village population will be about 7500.
3. Stage Three residential development is beyond the time limits of this Plan, more than ten years in the future, but it is possible to designate general areas at this time. Development will be in SE.30 and those parts of Section 29 lying to the south of the creek. NE.31 (the Rudolph home quarter, now used as a dairy operation), might also be developed for residential use but this would need a lift station for sewer service. At this time it is not possible to give any preference between these various areas; Council and the market will make those decisions when necessary.
4. The sequence of residential development is clear but the timing of development is not known. Obviously, the size of the market for new houses sets a top limit on the rate of development. Council may however set a lower rate of development as noted in the section on Timing of Development.

TIMING OF DEVELOPMENT

1. Industrial development will be allowed as necessary to meet demand. The only constraints on timing will be that heavy water-using industry will not be allowed until the Village has secured a new sewer lagoon and a new source of water in addition to local groundwater.
2. Downtown commercial development and expansion will be encouraged and Council will not attempt to protect existing businesses or landowners by restricting the supply of land or buildings.
3. Subject to the availability of utility service, residential redevelopment in areas A - D will be encouraged immediately, and again there will be no attempt to protect existing developments by limiting competition.
4. The development of new residential subdivisions will be carefully controlled by Council because of servicing limitations. No new residential subdivision will be allowed until contracts have been let for construction of a new sewage lagoon, and subdivision will be limited to lots for 3000 people until a new water source is found.
5. Even when servicing is guaranteed, Council will regulate the rate of residential growth so as to maintain a good balance between residential and commercial/industrial tax base. This will be critical at the 3000 population level, when a new water supply is needed.

THE PROCESS OF URBANIZATION

Millet is lucky in that most of the developable land immediately outside the Village boundary is in large parcels with little fixed investment on them. It is essential to keep it this way so that the development process can proceed smoothly without being sabotaged by a minor landowner who holds out for a blackmail price for his land. On annexation, Council will continue the zoning now in effect under the County of Wetaskiwin. The County's Land Use Bylaw describes the purpose of this zone as follows:

"the Urban Fringe District is the area immediately surrounding an urban place, which is likely to be subdivided into urban lots in the foreseeable future. Subdivision and development must be designed so as to make the eventual conversion to urban form easy and inexpensive. The Development Officer shall not issue any permit for a land use or building in the district unless he is satisfied that the use, type and location are compatible with the long term development of the adjacent urban area."

Land will be rezoned to urban uses only when the owner has presented an acceptable plan of subdivision to Council. Until then, it will continue to be treated as agricultural and taxed at agricultural rates.

Three of the landowners on the north edge of the Village have livestock. There is a dairy on NE.31, a hog operation on NW.32, and a smallholding with horses on part of NE.32. Council guarantees to these landowners that they will not be squeezed out by development encroaching on them. Development will be held back a sufficient distance that the animals will not be a nuisance. It is recommended that all three owners apply to Alberta Agriculture for Certificates of Compliance for their operations and ask the Department to calculate an acceptable separation distance based on the MDS formula; the Village will then abide by that distance.

Village of Millet: Residential Expansion

<u>Area</u>	<u>Number of Lots</u>	<u>Area Population</u>	<u>School Population</u>	<u>School Building Requirements</u>	<u>Village Population</u>	<u>Municipal Requirements</u>
<u>Existing Village</u>		1100				
<u>Under Construction (1-2 years)</u>						
SE.32 (Willow Park)	107	325	21	27	none	enlarged lagoon
NW.29 (Moonen Heights)	246	750	49	62	none	controlled rail crossing recreation centre second well
<u>Stage One and Two (5-10 years)</u>						
NE.30 (Moonen Home Quarter)	750	900	59	24	1 junior high 2 elementary high school?	village office new water source
SE.31 (Glanz/Rudolph Property)	725	4475	293	367		
SW.32 (various owners)	320					
-----PROBABLE END OF PLAN PERIOD (10 years)-----						
<u>Stage Three (10 years)</u>						
SE.30 (Venosasen)	535	1632	107	134	1 elementary	9130
S4.29 (B&H and Stacher)	1340	4087	268	335	2 elementary 1 junior high expanded high school	13215
NE.31 (Rudolph)	cannot be calculated at this time					

ANNEXATION

There is little or no developable land left within the Village boundaries. Several landowners and developers have therefore proposed annexation, and three or four separate petitions are now or will soon be before the Local Authorities Board.

Council would prefer to undertake a single comprehensive annexation which will supply the Village's needs for several years to come. It is therefore proposed to annex all land shown on the accompanying map, which will extend the Village boundary half a mile in all directions. Subject to the constraints noted in the rest of this Plan, all this land is developable. Through this single annexation Council hopes to:

1. Take over planning control of the area and, through zoning, guide development along the lines proposed in the General Municipal Plan;
2. Create a competitive land market by depriving any one landowner of a monopoly of developable land; and
3. Simplify the process of annexation of one petition rather than five or six.

At present the land in question is in the County of Wetaskiwin and is zoned 'urban fringe' in the County's Land Use Bylaw 79-32. This is essentially a 'holding pattern' which insists on large parcels and minimal investment in fixed improvements pending conversion to urban use. The interim use is agriculture. If annexation is approved, the land would continue to be assessed as farm land until subdivided, and the Village has no objection to the Local Authorities Board making this a condition of annexation. Also, Council will allow landowners in the annexation areas to maintain their own wells and sewer systems, and will not insist that they tie in to Village services until the land is subdivided.

For the purposes of this application the proposed annexation area is divided into three priorities.

First priority is given to land which is immediately serviceable and which the owners wish to develop, plus two highway quarters which are needed for commercial expansion and to facilitate transportation planning. The land in question is NW.28, NE.29, NE.30, SE.31, SW.33, and NE.32.

Second priority is land which the owners wish to develop but which is not yet serviceable. The reason for annexing this is so that the Village can take over planning control. Council is concerned that, if the Village does not have control, interim uses may develop which could make eventual urban development more difficult or expensive. The land in this category is SW.29 and NW.33 (both future residential).

Third priority is given to lands which will be serviceable in the long run, as logical extensions of development in Priority One and Two lands. SW.28 is a logical extension of industrial development in NW.28; SE.29 is seen as a further stage of residential development in SW.29; SE.30 is seen as a continuation of residential development in NE.30; NE.31 is seen as a continuation of residential development in SE.31; and NW.32 is seen as future highway-oriented commercial and light industrial.

